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MEMORANDUM FOR: Deputy Director of Communications

SUBJECT: Admiral Irvin Report for the Subcommittee on
Communications dated 9 November 1962

The following comments are made concerning the subject report.

1. The organizational location of the "Executive Agent" is unclear particularly in view of Paragraph 4a of the attachment headed "A National Communications System". In this paragraph it is stated that "to assure an impartial approach to fulfilling user needs, this mechanism should be structured under the Executive Agent in a manner that will not subject it to the authority of any agency which is responsible for generating communication requirements." In view of this comment as it relates to other areas of the report leaves considerable uncertainty as to the proposed organization.

2. In Paragraph 4d of the attachment "A National Communications System", a reference is made to the consolidation of funding and recommendations as to agency responsibility for budgeting for components of the NCS. This would imply that the NCS had a line responsibility into the various component agencies which would appear to be in direct conflict with the responsibilities of the heads of the agencies involved. Paragraph 4e of this attachment, referring to the "central mechanism", also states that "it should perform those functions essential to maintaining a systems approach -- planning, ... programming and budgeting," The method for which the central mechanism could perform the budgeting function is not clear and it appears that this could cause unusually difficult problems of administration and management. This is particularly true in view of the fact that in the agencies directly concerned, namely the Department of Defense, State Department and CIA, separate appropriations are not available for staff communications; rather staff communications are funded from general appropriations available to those agencies for other types of operations.

3. In Paragraph 3 of Appendix F it is stated that "the total fiscal program for each year, with a breakout of the funding requirements of each user and the NCS Executive Agent, should

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receive normal budgetary review and Presidential approval as a package and subsequently be submitted to Congress through regular agency budgets." "Normal budgetary review" ordinarily means submission of the requirements within an agencies' budget. As indicated in Paragraph 2 above, the communications requirements are not set out as separate appropriation items in the various agencies' budgets. This would ordinarily cause considerable difficulty and the timing of such a budgetary review preparatory to submission to Congress through regular agency budgets could cause difficulty. In addition, the details of the communications estimates of the Agency includes staff communications and clandestine or operational communications requirements. It is not practical under the present procedures to break out "staff communications" from "operational communications". Considerable thought would have to be given to this problem and a ready solution does not appear to be available.

4. Paragraph 3 of Appendix F states that "in those areas where a cut would be critical, all available funds will be reprogrammed, subject to review by the Bureau of the Budget and Presidential approval, to meet approved critical needs to the extent legally permissible." This in effect implies that funds budgeted for the NCS and "communication budgets" of the agencies concerned would be treated as a separate appropriation. The question of Congressional relationships might well be brought up if funds were transferred between appropriations to meet these requirements even though it was found legally permissible. It is suggested that careful consideration be given to this point in view of the need for Congressional support of the concept of a National Communications System.

5. In Paragraph 3 of Appendix D the statistics shown should be based on the same assumed communications speed of 100 words. Apparently some of these statistics were based on a 60 word and others on a 100 word speed basis. This paragraph is not sufficiently explicit to develop the summarizations in Paragraph 4.

[Redacted]
Assistant Comptroller

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